D 2.15/2: 20/7

COMMANDERS DIGEST

VOL. 20, NO. 7/AUGUST 4, 1977

RECEIVED
MIAMI UNIVERSITY
LIBRARIES
AUG 1977
DEPOSITORY
DOCUMENTS DEPARTMENT

FAMILY HOUSING: What's Ahead In 1978

A Decade of Equal Opportunity in Housing

The Military Pioneers Solar Energy

What's
NEW
in
Family
Housing
?

It is the objective of the Department of Defense to assure that married members of the military Services are suitably housed. Family separations due to lack of suitable housing and/or substandard living conditions constitute a serious morale problem that is detrimental to the effectiveness of our military forces. Although primary reliance is placed upon adequate private housing to the extent it is available in communities near military installations, the Department of Defense has requested Congressional support in addressing any remaining housing deficiencies. These requests consist of construction of new housing units, leasing of civilian community housing, and improving and properly maintaining our own sizable inventory of on-base housing assets.

The Military Family Housing appropriation request for Fiscal Year 1978 amounted to $1,451,640,000. DoD's program exceeds this amount by $59,790,000, which represents amounts we have recouped from prior year authorized programs, and anticipated reimbursements. This request compares with $1,304,523,000 appropriated for Fiscal Year 1977, an increase of $147.1 million.

A comparison of this year's proposed appropriation for Military Family Housing with pertinent element breakouts for a five-year span is shown in Table 1. We feel the trend patterns are significant, since they reflect changing circumstances which include increased availability of adequate community support, the need to maintain our sizable capital investment in acceptable condition, and the spiraling cost increases for utilities.

The proposed construction of 956 new family housing units is less than the 1,094 units authorized by the Congress last year and considerably less than the approximate average of 8,500 units per year authorized over the previous five years. This is primarily due to the significant progress made toward reducing the Department of Defense programmable deficit. We now consider the programmable deficit for eligible personnel to be about 6,500 units of family housing.

There is a total of $19.7 million in the program to improve and alter existing public quarters, primarily aimed at the older and somewhat deteriorated units for which $11.9 million is needed. Included within this request is $2.7 million specifically designated for energy conservation projects. These funds continue the program for retrofitting our existing inventory of housing for energy saving measures, such as storm windows and doors, weatherstripping, insulation, and installation of limited-

By Perry J. Fliakas
Deputy Assistant Secretary of Defense
(Installations and Housing)

DEFENSE NEWS BRIEFS

Principles of Public Information

A Secretary of Defense internal memo of June 22, 1977, said DoD's basic policy is "to make available timely, accurate information about plans, budgets and activities so that the public, the Congress, the press, radio and television may assess and understand Defense programs.

"Information will be withheld only when disclosure would adversely affect national security or threaten the privacy or personal safety of men and women of the Armed Forces."

President Appoints Compensation Commission

The President, on June 27, 1977, appointed a nine-member commission, chaired by Miami Banker and former Director of the Budget Charles J. Zwick, to review previous studies of the military compensation system and to recommend changes to current pay and benefit programs by March 15, 1978. Two military men are part of the panel—Lt. Gen. Benjamin O. Davis, USAF (Ret.) and Gen. William E. DePuy, Commander of the U.S. Army Training and Doctrine Command.

Saudi National Expansion Program

DoD has notified Congress of a proposed letter-of-offer to sell to Saudi Arabia construction services worth an estimated $420.2 million for a desalting plant, family housing, a hospital, dependent schools, bachelor quarters, messing facilities and harbor deepening to continue the Saudi Naval Expansion Program.

Armed Forces Strength

	May 31, 1977 preliminary	April 30, 1977	May 31, 1976
Total DoD	2,070,085	2,071,024	2,080,813
Army	777,537	777,014	774,271
Navy	525,194	525,608	525,649
Marine Corps	187,445	187,717	191,764
Air Force	579,909	580,685	589,129

DoD Recommends 287 Astronaut Nominees

The Department of Defense has recommended to the National Aeronautics and Space Administration 287 military officers for astronaut duty. The June 24, 1977, list of nominees includes 33 Army, 90 Navy, 31 Marine Corps and 133 Air Force officers. Three on the list are women.

Eagles to Replace Phantoms At Eglin

The Air Force has notified Congress it plans to reequip the 33rd Tactical Fighter Wing at Eglin AFB, Fla., from F-4E Phantoms to F-15 Eagles by October 1979.

Navy Tests Trident Missile

The Navy's new long-range Trident submarine launched ballistic missile (SLBM) was successfully test fired June 27, 1977, for the fifth time from a Cape Canaveral, Fla., launch pad, impacting down the Atlantic Ocean Range. Some 20 to 25 pad launches are scheduled until a submarine launch is tried.

range thermostats. For Fiscal Year 1977, $25.9 million was authorized and appropriated for energy conservation projects. However, no regular improvement projects were approved because $25 million of the requested program was diverted to the operation and maintenance account to assist in overcoming the deficiency of maintenance.

The balance of the Fiscal Year 1978 Military Family Housing requests covers minor construction and planning, annual costs for leasing, operations and maintenance, and debt payment. Total appropriations requested are $35,200,000 for the construction requirements, and $1,416,440,000 for the operation, maintenance, and debt payment portion, for a total of $1,451,640,000.

The appropriation for the Homeowners Assistance Program for Fiscal Year 1978 amounts to $3 million. The total program requirement is $8,300,000 for payment of valid claims or purchase of houses from eligible homeowners. The difference of $5,300,000 represents unexpended balances from previous years and anticipated recoupment from the sale of houses previously purchased by the Government from eligible homeowners which will be applied to the total estimated requirement. DoD had not requested appropriations for this program in the previous two years as the unexpended balances and anticipated recoupments were sufficient to sustain the program. However, in Fiscal Year 1978, $3 million is required to meet current and projected needs for financial assistance to eligible homeowners.

The total request for appropriations are $1,451,640,000 for Military Family Housing and $3 million for Homeowners Assistance, for a total of $1,454,640,000.

The remainder of this article covers some of the aspects of the Family Housing Program which are of particular interest and significance.

Domestic and Foreign Leasing Programs

The domestic leasing program, under specific criteria and cost limitations, authorizes the leasing of housing in the civilian community in the United States, Puerto Rico, and Guam for assignment to military personnel as public quarters. It is an important supplement to DoD's balanced effort to assure adequate housing for military servicemembers and their families in the community and on-base. The program is controlled by statutory limitations on the number of leases as well as the average and maximum rental costs. As in previous years, the average cost limitation proposed is commensurate with the increase in the "rent" por-

MILITARY FAMILY HOUSING

Summary of Selected Appropriated Amounts

			Enacted		Request
	FY 1974	FY 1975	FY 1976	FY 1977	FY 1978
New Construction ($000)	289,876	238,640	83,730	48,461	18,477
(No. of Units)	(10,691)	(6,802)	(3,031)	(1,094)	(956)
Mobile Home Facilities ($000)	5,700	1,848	-0-	-0-	-0-
(No. of Spaces)	(1,340)	(440)	-0-	-0-	-0-
Improvements ($000)	62,510	60,000	116,357	25,890	11,908
Leasing ($000)	44,703	65,540	92,229	97,488	92,937
(No. of leases, end year)	(17,262)	(21,711)	(23,500)	(22,418)	(20,973)
Operation & Maintenance ($000)	626,779	717,821	879,205	967,712	1,172,063
(Operation)	(330,544)	(359,506)	(429,211)	(539,528)	(604,554)
(Maintenance)	(296,235)	(358,315)	(449,994)	(428,184)	(567,509)
Total Family Housing Appropriation ($000)	1,192,405	1,255,984	1,332,244	1,304,523	1,451,640
Homeowners Assistance ($000)	7,000	5,000	-0-	-0-	3,000
Total Appropriation ($000)	1,199,405	1,260,984	1,332,244	1,304,523	1,454,640

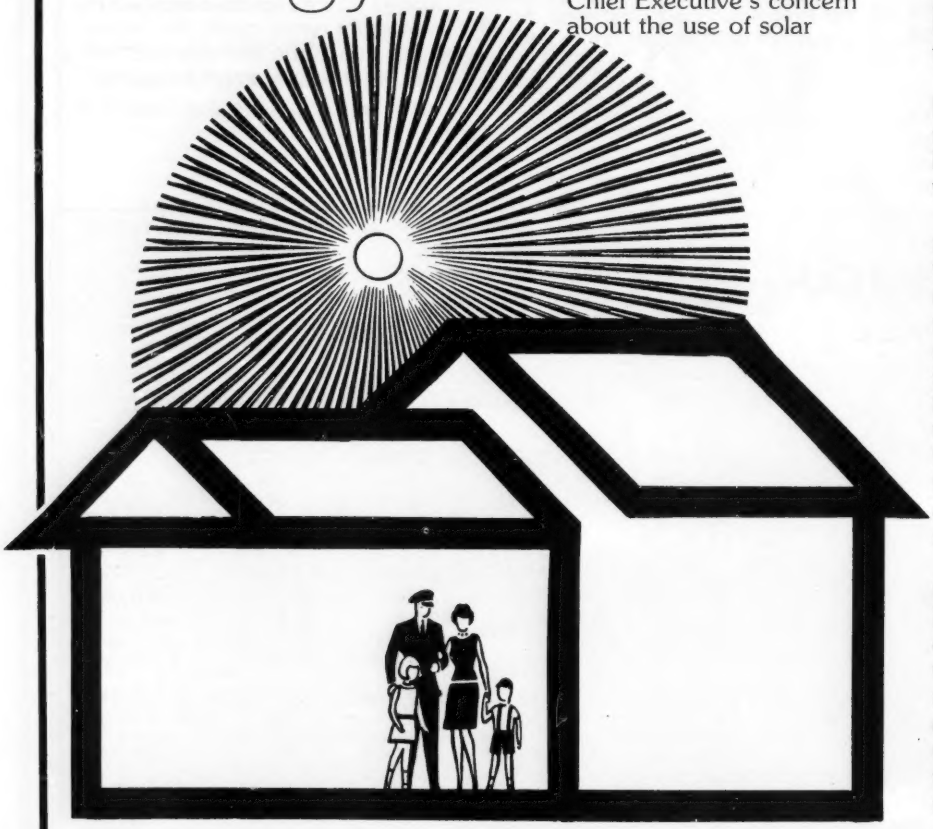
Table 1

PIONEERING

America's Hope for Solar Energy

"America's hope for long-term economic growth beyond the year 2,000 rests on renewable and virtually inexhaustable sources of energy, such as solar and geothermal energy. The Government will promote aggressively the development of renewable resources."

This statement—from President Carter's proposed energy plan—expresses the Chief Executive's concern about the use of solar energy and the Government's part in developing such renewable resources.



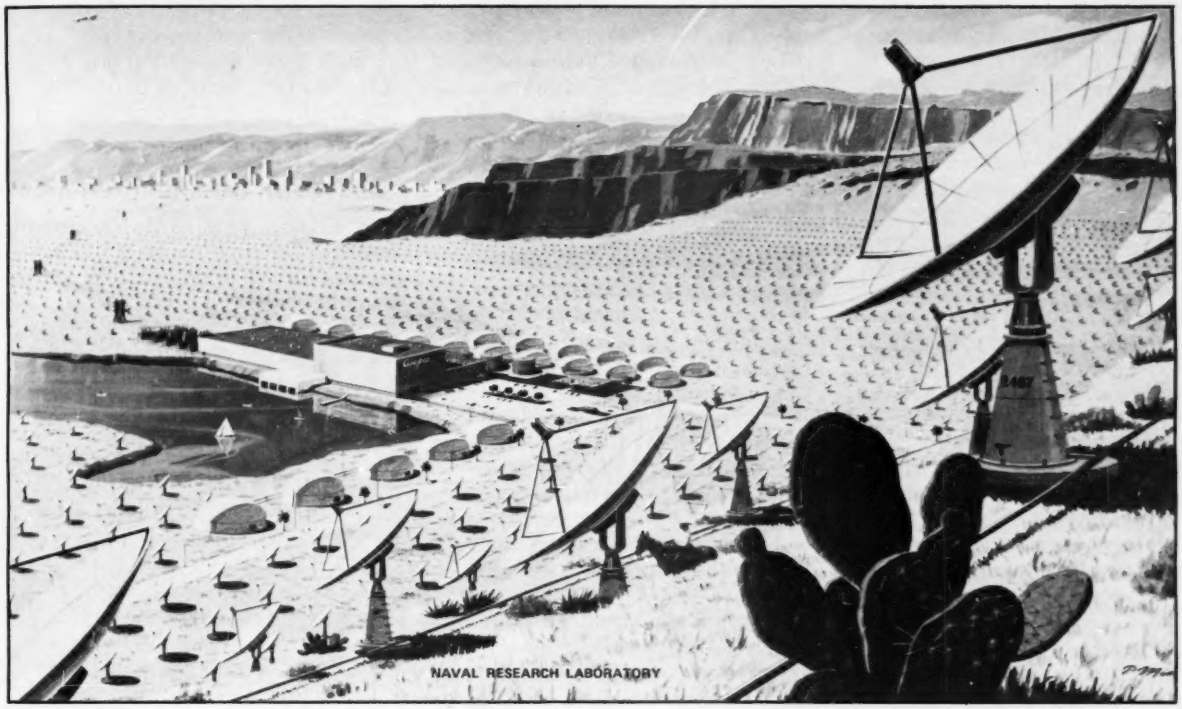
Today, the military Services are pioneering the installation of solar heating in family unit housing. For example, the U.S. Army Corps of Engineers has awarded a contract for the construction of 652 family units at Ft. Polk, La., 40 of which will have solar-assisted heating and cooling units.

At Gila Bend, Ariz., the Air Force will soon construct 40 solar heated and cooled units. The Navy will construct 20 solar-operated houses at Newport, R.I. The Marine Corps has no solar housing units planned for this year.

The principle of the solar heated house is based on the fact that solar energy is collected and stored for use when needed.

Energy from the sun is received by the earth as electromagnetic radiation. The atmosphere around the earth reduces the radiation received on the earth's surface and is also responsible for the scattering of light which results in solar radiation. Solar flat plate collectors absorb heat which later is converted into useable electrical energy.

The greatest disadvantage to using this type of heat is that the collectors often perform poorly in cold weather when they are most needed. Also, room heat exchangers and industrial unit heaters must be larger than in conventional systems due to the relatively low

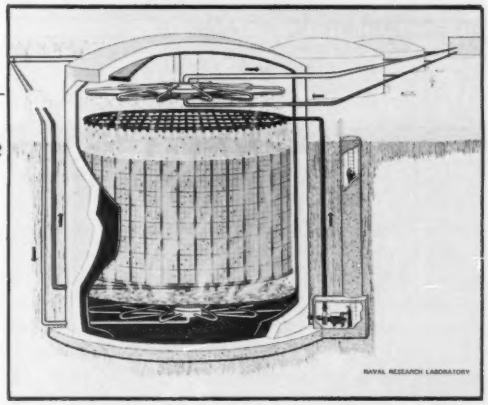


temperature of heating fluid.

Disadvantages, however, may be circumvented by good design in the future. Where fuel costs are high enough, it has been shown solar systems are cost effective. Perhaps the most cost effective way to use solar systems is when the units are designed for combined heating and cooling. This way, the collectors are used year round, saving more money.

In addition, a new approach to large scale solar power is under initial development. It is based on chemistry and called SOLCHEM. More than four years ago, Naval Research Laboratory scientists initiated SOLCHEM as a new approach to harnessing the sun's rays. Here many individual collector dishes track the sun, reflecting intense sunlight onto a chemical converter at nine focal points. In the process, solar heat is turned into chemical energy. Energy accumulated during the day-light hours is stored in large tanks to be continuously available 24 hours-a-day—no matter what the weather.

In fulfilling the Government's part in "development of renewable resources," much of the know-how about solar energy will come through on-going research and development programs of the military Services.



An artist visualizes a theory of scientists at the Naval Research Laboratory in Washington, D.C., in which solar heat is trapped in many collectors (top) and transferred as chemical energy in gaseous form to a central plant. Salt tanks (below) store the energy piped from converters and provide steam on demand.

tion of the consumer price index (CPI). We are not proposing any change to the statutory maximum cost per unit, nor number of leases. However, this year DoD would like to exclude 1,000 leases from the average cost limitation but not from the maximum cost limitation for personnel assigned to detached duty. This will permit the Services to utilize better their authorized leases for personnel such as recruiters.

Foreign leasing of family housing is authorized under the general authority of Section 2675, Title 10 of the United States Code. We believe that leasing, particularly lease-construction agreements in selected overseas locations, represents a viable potential for producing additional housing for military families in foreign countries with limited risk to the U.S. Government. DoD requested an increase in the statutory average cost limitations for Fiscal Year 1978, based on an estimated escalation in rents of approximately seven per cent in foreign countries and an accompanying increase in the maximum cost limitation.

In addition, DoD needs to lease family housing units in foreign countries for a maximum period of 10 years in lieu of the current five years. The Military Departments have been attempting to provide housing in foreign countries by the lease-construction concept with only limited success in some countries. Under this arrangement, if a builder agrees to build housing to satisfy DoD's needs, the Military Department agrees to lease the completed housing for assignment as public quarters. Although DoD has had some success with this program, especially in the Federal Republic of Germany, Defense has been unable to satisfy completely the need and fully utilize the existing authorization. It appears that investors would be more interested and attracted to the program if the Department of Defense could lease for up to a 10-year term. This would afford more time for the investor to recoup his costs and indications are that DoD could obtain housing at less cost per year than the current procedures are providing.

DoD is not requesting any increase in the number of units to be leased for the foreign leasing program.

Operation and Maintenance

For Fiscal Year 1978, the Department of Defense needs $1,172 million for the operation and maintenance of an average number of 388,720 units of family housing. Last year, the Congress authorized and appropriated $967.7 million for this same purpose including $25 million that was transferred from the construction improvement request in order to reduce the deficiency of maintenance.

This year, for the first time, we are budgeting for anticipated cost escalation is estimated at six per maintenance as required by legislation enacted last year. Cost escalation is estimated at 6 per cent. Additionally, the Department of Defense has developed a plan to reduce the serious deficiency in

"To put the [recruiting] question bluntly: Is recruiting a male high school dropout in preference to a smaller, weaker, but higher quality female erring on the side of national security, in view of the kinds of jobs which must be done in today's military? The answer to that question is central to the decision on how many women should be used in the various Services. Sometimes the answer will be yes, and sometimes it will be no, but the question continues to be relevant."

—Study on the ***Use of Women in the Military,*** *OASD (Manpower, Reserve Affairs and Logistics), May 1977.*

Area weather is always a consideration in housing design. This two-story, brick duplex for NCO families at Andrews AFB, Md. is in contrast with rambler (inset) for enlisted families at Murphy Canyon, Calif.

"President Carter has stated his goal of achieving a balanced federal budget by 1981. This goal can only be achieved if we all exercise careful, prudent stewardship of the resources for which we are responsible. New initiatives will be carefully scrutinized before proceeding, and present programs will be re-examined through the zero base budgeting process and other reviews to ensure that program priorities are properly set and in accord with our objectives. Within these fiscal constraints, a number of important areas must receive emphasis."

—GERALD P. DINNEEN, *Assistant Secretary of Defense (Communications, Command, Control and Intelligence), speaking before the Armed Forces Communications and Electronics Association in Washington, D.C., June 23, 1977.*

"DoD has great interest in air traffic control and the National Airspace System (NAS) because of our air defense responsibility for the Nation, because we are a major participant in the system, and because our training and operations must be compatible with national rules and regulations. Finally, we must be prepared to assume control of the NAS under certain conditions."

—WILLIAM E. STONEY, *Deputy Director of Tactical Warfare Programs, Office of the Director of Defense Research and Engineering, before the Subcommittee on Transportation, Aviation and Weather, of the Committee on Science and Technology, the House of Representatives, June 16, 1977.*

EQUAL OPPORTUNITY HOUSING ...10 Years Later

Ten years ago, the Department of Defense initiated the Equal Opportunity in Housing Program. The program was established as an affirmative action to ensure that off-base housing was available to all military families on an equal basis regardless of race, color, creed, or national origin.

The same year (1967), another program was instituted which established Housing Referral Offices at each installation in the United States where more than 500 military personnel were assigned.

The two programs are complementary and both are designed to serve one purpose—provide an improved housing service to DoD personnel.

Effectively, the programs serve to identify the full extent of nondiscriminatory housing assets available in the civilian community. The Off-Base Housing Program also provides opportunities for personal redress in instances of proved housing discrimination.

The National policy regarding equality of opportunity in housing was established by President Kennedy's Executive Order 11063, on Nov. 20, 1962.

The Department of Defense began implementing the policy as early as 1963. However, the first concrete action with emphasis solely on housing was taken through an April 11, 1967 memorandum from the Deputy Secretary of Defense to the Secretaries of the Military Departments directing that a nationwide census be made to determine the availability of off-base housing to military personnel on a non-discriminatory basis.

This memorandum resulted in a two-phase program. Phase I was implemented immediately and required installation commanders to contact the owners of all apartment houses, housing developments and mobile home courts which had five or more units and was in the commuting area of their installation. This was to determine if these units were available to all military personnel and their dependents without discrimination. This phase was completed July 15, 1967.

A July 14, 1967 memorandum provided guidance for "Phase II: Mobilization of Community Support for Nondiscriminatory Housing for Military Personnel." This required commanders to discuss their Phase I findings with leading citizens; civic, religious, and other appropriate groups; realtors; and others in their community to solicit their assistance and support in achieving further progress in the elimination of discrimination in the housing available to military personnel.

Phases I and II and related studies revealed that military personnel typically fended for themselves in obtaining off-base housing and the majority depended primarily on friends and newspaper ads. About 75 per cent of the enlisted personnel resided off-base and two out of three considered their housing to be unsatisfactory. More than one-half said their housing situation was causing family problems, and one-third was of the opinion that their job perfromance was adversely affected.

Therefore, Secretary of Defense Robert McNamera, on July 17, 1967, issued a memorandum, which established a Housing Referral Office at each installation in the United States having more than 500 military personnel assigned. In 1968, Housing Referral Offices were authorized in overseas areas and the service was extended to DoD civilian employees who transfer from their current residences.

The programs have been under constant review and the applicable directives and instructions have been revised to accommodate changing conditions. The most current guidance, DoD Instruction 1100.16, Equal Opportunity in Off-Base Housing, became effective June 2, 1977. This Instruction provides more flexibility to the Military Departments and is designed to promote and improve community relations between the installation and the civilian community. Additionally, the Instruction details the verification process and provides a procedural sequence from the time of initial complaint until the allegation is either substantiated or dismissed.

the maintenance of family housing to a reasonable and manageable backlog within a five-year period. Funds are included in this request to begin the first phase of this five-year plan. As of the end of Fiscal Year 1977, we estimate our deficiency in maintenance will be almost $517 million. The funding program for this year will decrease that deficiency to $480 million by the end of Fiscal Year 1978.

The anticipated cost escalation, combined with a recognition of a restricted cost base for operation and maintenance last year and funds needed for the reduction of the maintenance deficiency, results in an increase of 21 per cent over the amount appropriated last year. This urgently needed increase is required to keep pace with the spiraling cost of utilities and to arrest the deterioration of the Defense inventory of housing.

Extension of Homeowners Assistance

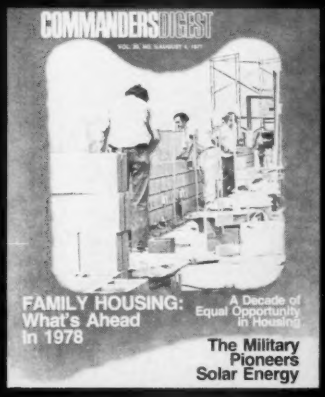
The purpose of the Homeowners Assistance Program is to provide assistance to military or civilian employee homeowners when the military installations at which they are serving or employed are ordered to be closed in whole or in part or the scope of operations is reduced. The program is designed to assist them by reducing their losses incident to the disposal of their homes. This program has been in existence since 1966 and has provided some form of assistance to more than 9,000 personnel.

As a result of policy changes in the Department of Defense and in keeping with the spirit and intent of the National Environmental Policy Act of 1969, the implementing guidelines of the Council on Environmental Quality, and recent Federal Court opinions, new procedures for base closures and base realignment actions have been initiated. Under the new procedures, the Military Departments announce plans to initiate formal studies of a number of candidate base realignment actions. In some cases, the study announcement may have a depressing effect on the real estate market in the area of the bases involved, making it difficult for personnel transferred from the area during the study period to dispose of their homes at reasonable prices. Therefore, DoD has recommended a modification of the eligibility requirements to cover personnel in this situation. It is anticipated this will result in an increase in program costs not to exceed $500,000 in any one fiscal year. Funds to cover this excess cost are included in the appropriation requirement of $3 million for Fiscal Year 1978.

Housing and Urban Development Programs

The basic policy of the Department of Defense is to rely on the civilian community near military installations as the basic source of housing for our military families. It is only when the civilian community cannot provide the neces-

Newly designed family housing includes centralized mail boxes for the enlisted, inter-Service quarters in Washington, D.C.


COMMANDERS DIGEST
FAMILY HOUSING: What's Ahead in 1978
A Decade of Equal Opportunity in Housing
The Military Pioneers Solar Energy

Vol. 20, No. 5
August 4, 1977

A publication of the Department of Defense to provide official and professional information to commanders and key personnel on matters related to Defense policies, programs and interests, and to create better understanding and teamwork within the Department of Defense.

Published by-weekly by the American Forces Press Service, 1117 N. 19th St., Arlington, Va. 22209, a unified activity of the American Forces Information Service, OASD (PA). Reproduction of content is authorized.

Telephone: (202) OXford 4-5070
Autovon 224-5070

sary housing that we request the Congress to authorize and appropriate funds for the construction of on-base housing.

We look to the Department of Housing and Urban Development (HUD) to take the lead in stimulating needed community housing growth in the United States. Our current major need is to obtain mortgage insurance in communities where the military installation is the primary employer of personnel in the community. HUD's current authority limits extending its mortgage insurance programs into these military impacted areas since they are considered to be high-risk areas. Lack of mortgage insurance in these areas, such as at Fort Polk, Louisiana, and Fort Stewart, Georgia, severely limit or negate community growth.

Late-starter legislation was introduced and passed by the House of Representatives last year which would have provided HUD with the necessary authority to provide housing assistance in military impacted areas. However, the legislation was submitted too late to be considered by the Senate Committee and was subsequently deleted by Conference action.

This year DoD has again solicited HUD's assistance and requested it to propose the necessary legislation.

Fair Market Rental

There is no legislation currently proposed nor financial resources requested concerning the concept of fair market rental of the on-base housing inventory. To date, there has been no decision to implement the plan. However, we have appraised a sizable segment of both the family and bachelor housing inventory, refined the cost estimates associated with fair market rental, and developed an implementation plan.

However, the Department of Defense in the military personnel accounts is budgeting for reallocation of 25 per cent of the October 1977 pay raise to basic allowance for quarters as was done last year. This reallocation will assist in closing the gap between the basic allowance for quarters forfeited and the average value of housing services received by the occupants. As in last year's provision, a rebate will be provided for those bachelors occupying Government quarters.

WHO'S NEWS IN DEFENSE

HONORS

Six Distinguished Civilian Service Awards were presented in Pentagon ceremonies to:

Robert E. Drake, Deputy Director for Operations, National Security Agency;

Dr. Robert J. Eichelberger, Director, U.S. Army Ballistic Research Laboratories;

Dr. Thomas M. Davis, Head, Mathematical Modeling Project, Naval Oceanographic Office;

William J. Cassell, Comptroller, Defense Logistics Agency;

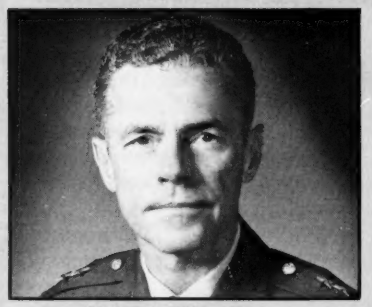
Conrad P. Peterson, Deputy Director, Directorate of Accounting and Finance, Department of the Air Force; and

Charles H. Andregg, Deputy Director for Management and Technology, Defense Mapping Agency.

RETIREMENTS

Adm David H. Bagley, USN, Commander-in-Chief, U.S. Naval Forces, Europe, and **VAdm Shannon D. Cramer, Jr.,** USN, Director, Defense Mapping Agency, will be placed on the retired list in grade on September 1, 1977.

Lt. Gen. Frank A. Camm, USA, Deputy Commanding General, U.S. Army Training and Doctrine Command, will also be placed on the retired list in grade.



Maj Gen Thurman

REASSIGNMENTS

Maj. Gen. John R. Thurman, III, USA, Commanding General, U.S. Army Combined Arms Center/Commanding General, United States Army Combined Arms Combat Developments Activity/Commandant, U.S. Army Command and General Staff College, will become Deputy Commanding General, U.S. Army Training and Doctrine Command, and will be nominated for promotion to lieutenant general.

For sale by the Superintendent of Documents, U.S. Government Printing Ofice, Washington, D.C. 20402
Subscription Price: $17.00 domestic per year; $4.00 additional for foreign mailing; 65 cents per single copy.
☆ U.S. GOVERNMENT PRINTING OFFICE 240-827/V-4